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ABSTRACT

Community colleges are being challenged to plan ahead, and to be aware of and to anticipate the pressures of declining resources, changing student profiles and interests, and more competition for students and funds. In response to changing student characteristics, colleges must begin careful curriculum planning to provide students with transfer, occupational/technical, developmental, and community education programs to meet their needs. Another important challenge of the 1980's will be that of attracting students and retaining them. An understanding of marketing will be essential to student recruitment, just as an understanding of the roles of counseling, the library, teaching, and access to educational services is important to student retention. Assessing college operations will also be a vital activity in the 1980's, especially in the areas of presidential, board, and administrative leadership; faculty and support staff responsibilities; and communication with the community and the state government. Before the 1980's bring further reductions in resources, colleges must develop plans to allocate resources, to avoid duplication of effort, to use space effectively, to compete for needed resources, and to investigate alternative methods of financial support. A final issue for the 1980's will be an increased emphasis on accountability of the board, president, and faculty. (AYC)

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PERSPECTIVE: COMMUNITY COLLEGES IN THE 1980s

By Joseph P. Cosand

JC 790 634

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PERSPECTIVE: COMMUNITY COLLEGES IN THE 1980s

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"Horizons Issues" Monograph Series

American Association of Community and Junior Colleges /
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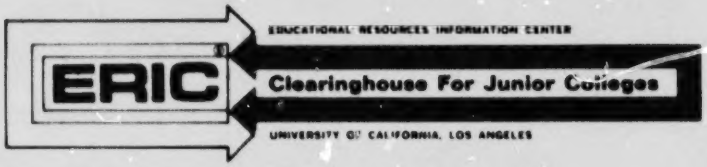

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PREFACE

The following monograph about the challenges to the community colleges during the 1980s is based upon the author's thirty-five years experience as a community college teacher, dean, and president, and as a university professor with specific assignments in community college education. Community colleges have been visited as a consultant or as an accreditation examiner in more than thirty states. State offices have been visited, as have university programs for community college educators where the responsibility has been that of a consultant, evaluator, or visiting participant in a workshop or conference.

The views expressed, the conclusions reached, and the challenges raised are the results of past and present experience as well as an attempt to look ahead into the coming decade. No references have been listed but if those which have had an impact upon the author were to be listed they would number into the hundreds. ERIC publications and lists of pertinent reference material are an ever enriching source of challenges in themselves, and should be a part of the library of every person who has an active interest in the community college and its future.

CHAPTER 1

INTRODUCTION: DELINEATION OF ISSUES

Higher education or rather postsecondary education, both public and private, is in a state of major change. As a significant part of this system the community colleges are no exception. The rapidity of change commenced with the end of World War II and has continued without a pause up to the present. During this period of more than thirty years the community colleges have mushroomed in both numbers and size, and have for the most part blanketed the United States.

The growth in numbers of colleges and size of institutions reflected the needs for the services these colleges were committed to offer to the hundreds of thousands of persons who previously had no expectation for education beyond the high school, if that. These "new" enrollees were in general not the typical college students. They varied greatly in background, abilities, preparation, age, race, and affluence. They had different interests, different goals, and different motivations. Their presence revolutionized curricula, student services, instructional methodologies, and collegiate climates. Older more traditional community college administrators, faculty members and board members were often unable to adjust to the changes and tended to adhere to the past regardless of the needs of the students or of the community. These voices though few in comparison to the new voices, are still heard, still living in the past days of university parallelism and emulation. The extremist voices pleading for academic purity, and those other extremist voices, which plead for services which are more welfare than educational are in extreme conflict and are not strengthening the image of the community college.

The 1980s will be a decade of extreme competition in postsecondary education for students and for funds. Not only will the competition be severe within the higher education community, but it will be even more severe between higher education and the other service areas of our society. What will society establish as its funding priorities with respect to elementary and secondary education, mass transpor-

tation, housing, welfare, social security, defense, energy, crime, and all the other services our society now expects from its local, state and federal taxes? What will be the role of the community college, and how will this role be viewed in the decision-making processes at the local, state, and federal level? What will the image of the community college be to the people it is supposed to serve? What will the quality of the community college educational program be as it is administered by its leadership? How respected will the product of the community college be by the employers, and by the colleges and universities which accept the transferring students? As an institution close to the people it is committed to serve, how strong will be its support by the people who vote its funds? These are questions the community colleges must face and respond to during the 1980s. This urgency must be understood by all concerned — the boards of trustees at the local and state levels, the administrators at the local and state levels, the faculty members — both full-time, and part-time, and by the students served.

The colleges cannot drift, cannot make decisions based upon expediencies, cannot use enrollment figures as the end. Too often today colleges of all types are prostituting themselves by enrolling bodies in order to maintain enrollments. The media have been criticizing this action among higher education institutions, and community colleges have not been excepted from the accusations. When colleges resort to this type of recruitment, they are denying their stated mission and have lost their integrity. It is understandable how a college administration, faculty, and board can rationalize such actions. The growth days from 1946-1976 created a climate in which staffs and boards were preoccupied with growth — growth in enrollments, curricula, staff, budgets, and facilities. At conferences these were the topics for discussion, and one talked about the institution's growth and plans for more growth. Those days are over but the memories are not over. The concern now, more often than not, is survival — survival of staff, program, building plans. Survival means funds and funds mean students and tax monies. It is now just as easy to be preoccupied with the new problems of survival and conflict as it was earlier to be preoccupied with growth.

The essential element for the community colleges to face up to as we move into the 1980s is the mission of the institutions. There must be a complete understanding within the college staff and boards, and among the people to be served as to just what the community college is prepared to do educationally. This clarification and commitment must define the students to be served, the curricula and courses to be offered, the costs to be assessed to the students, the tax funds to be

required, and the quality of the program based upon the quality and expectations of the administration and faculty.

The fundamental question the colleges must answer is: Who are the students the college is committed to serve within its stated philosophy? Much is written about the community colleges being open-door colleges, people's colleges, democracy's colleges, colleges which provide an educational opportunity for both youth and adults regardless of educational background, colleges which meet unmet needs, colleges for the disadvantaged or have-nots, and colleges for the new students. To many of the critics these definitions define something lesser and some critics have compared community colleges to educational slums. Community college faculty and administrators have for the most part wanted to be considered as a part of the higher education community and to be respected as peers by their four-year college and university counterparts. The conflict between stated and unstated philosophies and staff ambitions has been and continues to be serious, even though it is probably submerged as much as possible on the surface but may seethe with frustration and cynicism under the surface.

Do the community colleges really know what the educational mission is? If the mission is known is it understood and accepted? Is it supported through commitment on the part of the leadership, the faculty, and the board? Is this commitment understood and respected by the community served, by the secondary schools, and by the four-year colleges and universities? The terminology which has described the mission for many years, "the open-door college" is descriptive and when combined with the statement "an educational opportunity for both youth and adults regardless of educational background" may well be as acceptable as can be written. If this is the true mission of the community college how can it be implemented to the satisfaction of the staff, the board, the community, and the state and federal governments?

CHAPTER 2
MATCHING STUDENTS AND PROGRAMS

There may be a major change in the student profile during the 1980s but it is doubtful that it will be much different from today with the exception that the average age of the students may continue to rise to above thirty. The babies of 1947-1960 will be in their twenties and thirties and this population bulge will want additional education of all types. The traditional college youth will have been born during the birth rate decline and will account for a smaller percentage of the enrollees.

If the colleges as a whole compete more openly for the traditional college youth, the community colleges may find it difficult if not impossible to retain their past and present percentage of this eighteen- to twenty-year-old age group. Liberal arts colleges and state colleges are being affected seriously by enrollment declines and are searching for ways to replenish their enrollments. Most state colleges and many private colleges have initiated technical curricula which may be completed in one or two years on a certificate basis — in direct competition with the community college. It is apparent that in some state colleges and private colleges admission requirements have been modified, again placing these institutions in competition with the community colleges. There has been some comment here and there, that, because of the empty space in state colleges and private colleges, they should assume the responsibility, along with the universities, for all collegiate academic work. This may happen in some geographical locations where there are nearby two- and four-year colleges, and if it does there will be a major shift in curricular emphasis in those community colleges.

The question to be faced concerns the mix of students who will be enrolling in the 1980s and what educational program will be needed to provide the educational opportunities sought, both by the students and by the community comprising the community college district. Assuming the mix of students will be different from the 1970s it follows that the present mix or proportionate share of the total educational program by type of program will be different.

THE TRANSFER PROGRAM

The primary emphasis on the academic transfer curriculum, which has been the accepted position by faculty during the history of the junior, and now community, colleges, will diminish. This important segment of the overall educational program should not be eliminated. It is essential for those students who, because of geography, have no other local opportunity to complete the first two years of a baccalaureate program. Curtailed enrollment will necessitate a curtailment in both breadth and depth of course offerings and, consequently, a planned reallocation of staff and physical resources. Planning for such eventualities should start now and should involve the total staff so that there is full understanding of the process and the implications of possible and necessary reallocations.

The maintenance of a high quality strong academic program is also essential for the image and status of the community college as an integral part of postsecondary education. To transfer this entire function to the four-year colleges would destroy the comprehensiveness of the community college, and would, to the staff and to the community, create an image of something lesser in status. The size of the transfer program may decrease but it must not be eliminated or be of lower quality. Community colleges were, are, and will be evaluated to a major degree upon the success of their transfer students to the four-year colleges and universities. This factor demands that each college conduct ongoing follow-up studies of all of its transfer students. This will be of increasing importance in the 1980s as the competition for these students intensifies. The community colleges must have supportive evidence of the quality of their academic work and the best evidence is the success of their transfer students.

A major reason to retain the Liberal Arts is the importance of these subjects for all students, whether they plan to transfer or not. The students in the technical curricula and those enrolling only for the pleasure of learning must have the opportunity to grow socially and culturally. A community college without these sources of enjoyment and mental stimulation would indeed be barren and would deserve a lesser image, if in fact they could be called a college or an effective and integral part of higher education.

OCCUPATIONAL AND TECHNICAL PROGRAMS

For the past several years the growth of the occupational programs has been steady and at times even sensational. Students are interested in employment at the entry level, in being upgraded, or in being

trained for another occupation. The development of such curricula has been uneven among the colleges and among the various states. The reasons would include lack of support by staff, lack of knowledge of community needs, lack of proper funding, lack of knowledge of student interests, and lack of quality faculty and administrative leadership. These reasons highlight the necessity for continuing needs analysis surveys of both students and the community demographics as related to business, industry, labor, the professions, and the public services.

The increases in technical curricula have created problems for the colleges. The costs have been high in both staffing and equipment. In many cases the obsolescence factor has been difficult to handle as it relates to both personnel and facilities. Colleges have not accepted the responsibility for ongoing follow-up studies of their certificate or diploma graduates with the result that serious criticisms have been directed by the employers at the occupational program quality and, therefore, at the college. If the college will not conduct follow-up studies of its product how can it evaluate the quality of its occupational programs?

The occupational programs will be a major challenge to the community colleges in the 1980s. First of all, this will become an increasingly important segment of the total educational program in terms of size and status. More students will require up to two years of college for entry level jobs in our ever increasing technical society, and the colleges must provide the educational preparation for these positions.

Second and more difficult, the occupational picture is changing so rapidly that what is acceptable today may be obsolete in a few years. The colleges will not be able to rest with what it has developed and provided. The laboratories and the faculty members will have to be kept up-to-date. Input from the employers must be sought on a continuing basis and as changes are foreseen in course content or even in an entire curriculum the college must be prepared to proceed accordingly. Of special importance is the faculty member and the administrator. Both must be aware of the changes and both must be prepared to be upgraded to cope with the changes. In far too many instances administrative leadership and faculty teaching are out-of-date in their occupational fields and are a disservice to the students and to the community. The colleges, in cooperation with those from business, industry, the professions, and the public services, should provide community college staff members with the opportunity of summer employment or workshops for inservice training. The rapidity of change throughout our occupational fields is escalating and

faculty, in particular, cannot be expected to keep pace with the most recent developments without the opportunities to participate in the occupational field.

DEVELOPMENTAL PROGRAMS

Along with the growth of the occupational programs has been a steady enrollment growth of under-prepared students for either the academic transfer or occupational curricula. In the early days of the junior colleges a three track system was common — one for the transfer student, one for the occupational (vocational) student, and one for the remedial student. The latter students were stigmatized and discriminated against in that they were not permitted to participate as active students in the various student activities. A lesser stigma existed with respect to the students enrolled in the vocational curricula. It is not to the credit of the community colleges that these stigmas continue to exist although the discriminatory actions have certainly decreased.

One would have expected that over the past years there would have been major breakthroughs in providing the assistance needed by under-prepared students to succeed in the academic and technical curricula. The community colleges, in their open-door philosophy, stress this function as one of their major objectives. However, the literature is limited with respect to successful procedures in remediation. One has to question the commitment of the community college faculty, administration, and board to this major objective and to the open-door philosophy. If the commitment is not present, then it is fraudulent for the community colleges to enroll students who are not prepared to cope with the demands of the various courses and curricula. If there is a commitment then the college must have a well-planned and well-financed developmental program in which all students, regardless of their specific or broad deficiencies may find assistance in overcoming their deficiencies. Nothing less is acceptable if the mission of the college, as stated throughout our country, is to have meaning.

Enrolling under-prepared students in academic and technical curricula has serious implications for both the students and the college. If the standards and quality are maintained, the student will have little chance of success and will again become a defeated person whose expectations were shattered — as was probably the case in the public schools. If the student is retained in the course or curriculum and passed on the quality of the instruction becomes suspect, the student is falsely encouraged, and the college creates a poor image for itself in the eyes of employers and accepting four-year colleges.

Quality cannot be compromised. Secondary schools have been increasingly accused of this during the past decade and the community colleges cannot and must not fall into the same trap by retaining students in programs in order to maintain enrollment.

It can be expected that the percentage of under-prepared students of all ages will grow during the 1980s as the percentage of the traditional qualified high school graduate declines. This will require a major effort on the part of the community college staff and boards to establish strong developmental programs with sufficient budgets and committed and qualified faculty. Acceptable methods of instruction will have to be researched and findings disseminated. This endeavor may well be the major challenge facing the community colleges in the 1980s. In an ever-increasing technological and service-oriented society, our country cannot afford to have potential achievers continue to be underachievers because of the failure to assist them to realize their potential. "Each person's success enriches us as a people while each person's failure diminishes us as a people." In particular the college staffs and boards must discontinue the too prevalent attitude that such programs are lesser and perhaps should not be a responsibility of the college. Deans and department chairpersons must discontinue assigning the newest and least experienced faculty to developmental classes.

It is essential to understand that probably everyone needs remediation or assistance in some learning skill. Perhaps it is an inability to read rapidly, or spell, or understand a theory in mathematics or chemistry, or to comprehend modern art. In no way should such persons be neglected or stigmatized. Students who enroll should be assisted to learn, and should be expected to profit from their educational opportunity. However, the retention of persons who fail to take advantage of the quality opportunities offered by the college make a mockery of the community college philosophy and of the local and state taxpayers who support the college with their funds.

COMMUNITY EDUCATION PROGRAMS

The previous comments refer to the large number of adults who have enrolled and will continue to enroll in the academic, occupational, and developmental programs. However, there has been a burgeoning enrollment of adults of all ages who have enrolled in continuing education classes of all types for the pure joy of learning something new, for social purposes, for upgrading or learning new skills, for mental and physical health reasons, and in the case of senior citizens for the purpose of coping with aging. Santa Barbara City College has

pioneered in these areas for more than twenty years and has been outstandingly successful in serving the entire adult community. The success can be attributed to two major points: one, committed leadership and two, input from a broad citizen's advisory committee representing the entire community. A third important reason is the downtown Adult Education Center which functions from 8 a.m. to 10 p.m. The offerings are not prescribed by the staff but are scheduled in cooperation with the advisory committee. It is an example of the college listening to and serving the community. It is community education at its best.

The 1980s will challenge the community colleges to serve better the community which supports them. As the bulge of people in their thirties and as the increased numbers of retired persons change the percentage mix of our communities, the community colleges must listen to these people as they express their educational needs in terms of courses, location of classes, and time of classes. To prescribe from the college offices without surveying interests and needs is an insult to the people of the community. A further challenge will be the need for and importance of articulating the community college efforts with those from the other colleges, the secondary schools, and private institutions, such as the YMCA. As was mentioned previously, the competition for these adult learners will be intensified and the danger of unjustified duplication will be increased. "Salesmanship" and self-interest actions will not go unnoticed by the local populace or by state funding agencies. This will be especially true among the publicly-supported institutions. To flaunt autonomy regardless of the viability of the decision is poor administration. It is lacking in sensitivity, perceptiveness, and common sense. To gain a few more enrollees through an unwise decision may well trigger a reaction which would prove costly, not only to the one college but to colleges throughout the state, and perhaps throughout a region.

One of the challenges of the 1980s will then be articulation. Cooperating institutions can serve their students and their constituencies for better at less cost and better quality of instruction. Such efforts will not go unnoticed. Higher education will need such an image of cooperation, broad service, and high quality as it competes for funds along with the other agencies seeking local, state and federal money. It would be hoped that this cooperation would involve both public and private institutions in order to help alleviate the growing conflict between public and private education. Cooperative efforts will broaden the services to more people and hence should contribute to the enjoyment of life — culturally and socially — for more of the population. This could be one of the descriptions of lifelong learning.

CHAPTER 3
ATTRACTING STUDENTS

MARKETING OR SALESMANSHIP?

In the growth years, the community colleges opened their doors to the students who came to them. There were plenty of youth and some adults to fill the seats. The four-year colleges and universities did the same within their philosophies and admission criteria. This is not the case today nor will it be in the 1980s. Seemingly all or almost all colleges, two- and four-year, public and private, have found the adult learner and have found a new field to exploit. The name of the game is "marketing" although it might be more honest to call it "salesmanship." In marketing will the community colleges retain the integrity of their stated mission, and will they honestly provide an educational opportunity for those youth and adults who enroll? Will the community colleges rest their case on opportunity and quality, or will they become so preoccupied with numbers of students for survival purposes that both opportunity and quality become the forgotten words? Will the salesmanship practices become dominant with the result that such practices bring in the enrollees where there is little or no educational opportunity for them and where their expectations are shattered? This type of enrollment of persons within the community damages the credibility of the college in the eyes of both the community and the faculty. Neither anticipation or quality of program is realized and a negative image of the institution is developed which is reflected in votes by the local citizens and by the state legislature.

True marketing must be understood by the staff and board, and by the state offices for community colleges. There must be a concerted effort on the part of the college staff and board to determine those educational needs in the community which can be met by the community colleges and are not being met at the present time. Interests and educational needs of the youth and adults, as well as those needs in the public services, health services, business, industry, and labor within the community served must be determined. This may be done through needs analysis surveys, social indicator surveys, advisory committees of interested and concerned community par-

ticipants, or even through contracts with the Gallup, Harris, Seidlinger or other such opinion survey organizations. The literature is not rich with such procedures, although recent comments would indicate that there is a growing awareness of gross deficiencies in seeking out the opinions of those the colleges are supposedly serving. Staff never should have and certainly cannot in the 1980s sit within the confines of their campuses and prescribe what is best for the potential students who may enroll. This form of curriculum building for the open-door community college is pure and simple patronization.

If such needs analyses are to be done, who will do them? It would appear that they would be most valuable if they were done by the internal staff rather than by an impersonal external organization or consultant. The urgency is such that if the college does not have such research staff resources it should either obtain such staff and establish an office of institutional research or retain the services of a knowledgeable and respected consultant or consultant organization. The former is preferable. The office of institutional research should be and must be an integral part of the college organization on a continuing basis. This enables the total staff to be kept up-to-date with respect to changing student and community profiles. It seems apparent that in the 1980s a community college should place a high priority on institutional and community research if it is to truly serve the educational needs of the community — as these needs change through the societal changes.

STUDENT RETENTION

A major concern is the retention of students. The turnover rate of students in the community colleges is high, some of which is defensible and positive. For the student who has completed his/her objectives in a few weeks, months, or a year, there is no negative connotation with respect to the student's departure. The student is *not* a drop-out, although certain research studies use the label indiscriminately and create data which do a disservice to the community colleges. The need for data to counter these invalid and destructive conclusions is urgent, and research in community colleges to this effect is long overdue. For those students who do leave because of an inability to achieve, there is a problem and it does have a negative connotation. These are drop-outs and the numbers and percentages contribute to a negative image for the community colleges throughout the fifty states. For those students who don't achieve and who continue on at the expense of the taxpayer, there is even greater damage done to the credibility of the institution for the standards of instruction become suspect.

The drop-out and the continuing non-achiever problems must be dealt with by the colleges for the self-respect of the staff, and for the respect of those who support the college with tax funds. There is no justification for the college to retain a non-achieving student. He or she and the college together are spending tax funds through federal loans or grants, state loans or grants, and state tax support for the college based upon enrollment figures. In plain words, this is a rip-off of the taxpayer. The student should be dismissed from the college and considered to be a drop-out. Certainly in research studies such drop-out figures are legitimate.

There is an entirely different problem with respect to those students who leave because of their inability to achieve, regardless of their desire and effort. Many such students, no matter what the college provides, will become legitimate drop-outs and the college must not be faulted for not having done its job. The challenge for the college concerns those students who could have achieved — if! This is a big "if," and one that the college cannot ignore. Where is the college at fault? The first and perhaps the most important reason is the failure of the college to assist the student to enroll in those classes or curricula in which the student has the background, the skills, and the interest to achieve. Without these there is little hope for achievement and one can predict that the student will become a drop-out. The student must have assistance from qualified and student-centered counselors and faculty advisors regardless of the age of the student, whether he or she is full-time or part-time, or whether the student is enrolled in the day or evening. The student should be counseled out of classes where the lack of preparation or skill predicts nothing but failure, and placed into classes where the student can remove his or her particular deficiencies. The opportunity to realize success is essential to these under-prepared and under-achieving students. Counseling and patience are the essential ingredients needed to retain a student who otherwise will become another drop-out statistic to add to the large number and high percentage which is damaging to community colleges both individually and collectively.

Role of Counseling Services

It would appear that the counseling function of the community college will become more important in the 1980s as the mix of students include higher percentages of the so-called nontraditional students and as more importance is attached to the retention of students — either out of commitment or for needed rather than lost funds. For these reasons a highly qualified counseling staff of professional counselors is a necessity, whether or not faculty advisors are a part of

the formalized counseling, guidance, and advising process. The college budget must reflect this commitment with approximately ten percent of the operational budget allotted to student services. This function of the college is an essential and integral part of the total educational program. To relegate it to a lesser status through budget deficiency or through lower status in the administration hierarchy is and will continue to be unacceptable. Enlightened and highly qualified student services personnel are essential to help define and explain the needs of the students to the faculty, administration, and board. The leader of such a group must have the same status as those in the instruction and business areas, whether they be deans or vice presidents.

Role of the Learning Center/Library

Input from the counselors concerning the student profile of the college population, and input from the follow-up studies for those who transferred to other colleges or who were employed provide the teaching faculty and the staff of the learning center and/or library with the information needed for learning and teaching. The contents of the learning center/library should reflect the students' needs not the faculty's professional needs for the college is supposedly student-centered and teaching-centered. Underused libraries in the community colleges are the rule, not the exception. Is the reason chiefly that the books, periodicals and other materials are not chosen for the students enrolled? If so, this will be an increasing problem in the 1980s as the student mix changes even more from the traditional which the libraries tend to emphasize. Perhaps the reason for the underuse of available library holdings and seat space is the failure of faculty to become involved in the purchase of books and periodicals. This may be especially true of the occupational teachers. Whatever the case, as the students change and as the locations of classes change, the learning center/library function, content, and distribution of services must change commensurately. This will certainly pose a challenge to the director of these services.

Role of Teaching

The teaching faculty, as always, are the key to the success or lack thereof during the coming decade. The course content and the teaching methodologies will have to change. Reference has been made for the need of the board to provide opportunities for the teaching faculty to grow professionally and to develop the necessary teaching methods and skills needed for the changing students. As one walks along the halls of community colleges, day or night, and

observes teachers in action, seldom is there evidence of any teaching method used other than lecture. The expressions on the students' faces reflect the classroom instructional climate. Sadly, one expects this in the university, where most of the students are selective and can and will learn in any case. This is not true in the community college. Teaching methodologies and techniques cannot emulate what the teachers view as a graduate student in most universities. The community college teacher has a much different, more difficult, more challenging, and more rewarding assignment. Advanced Institutional Development Program and Fund for the Improvement of Postsecondary Education grants to community colleges throughout the country are giving emphasis to improved teaching methods, and providing faculty with the opportunity to experiment and to develop their teaching skills. Teaching modules, computer-assisted instruction, T.V., individualized instruction, audio-tutorial laboratories, telecommunications, and many other new, modified, or renewed methods are being tried, and usually where tried have created a climate of excitement on the part of participating staff.

Students of different types, in different programs, with different interests and backgrounds are naturally going to learn differently. To force all students into the traditional lecture-discussion style of learning describes unenlightened leadership within the administration and board. The board is obligated to provide funds in the budget for the improvement of instruction. Such funding permits a college staff to prepare for change, to prepare for the future, for the 1980s. To rely primarily on "soft" money from outside sources, such as the federal government or foundations, is a failure to assume institutional responsibility for the growth and development of its staff of administrators, faculty, and support personnel. The excuse given that no funds are available for inservice development is a clear commentary on priorities.

AVAILABILITY OF EDUCATIONAL SERVICES

The location of the educational services to be provided by the community college will determine to a major degree the funds to be made available to the college from tuition, local taxes, and state taxes. It was and is customary for the traditional full-time youth to travel to the college and to take classes during the regular daytime hours. As the percentage of these students has declined, and will in the 1980s decline even more, it becomes apparent that the location and time of the classes becomes an important factor in serving the part-time and/or older student. It also emphasizes again the urgency of conducting needs analysis surveys to determine: "Education for whom,

for what purpose, at what locations, at what cost to whom, and at what time of the day or evening." This information is essential if a community college board and staff are to serve the educational needs of the community.

The colleges have come a long way since they limited their offerings to the physical confines of the campus. However, it is surprising to note that much is still to be done in taking appropriate college classes to the people so that they can take advantage of educational opportunities which previously were unavailable to them. At locations throughout the college district classes can be scheduled in other educational facilities, businesses, libraries, industries, government buildings, or whatever would appear to be most convenient for those to be served. The use of such facilities provides a flexibility not possible with a permanent campus. It has even been said that community colleges could, in theory, be more beneficial to the communities if no permanent structures were constructed. As needs are fulfilled in one location the college can move offerings to another without being concerned about the loss of a facility. Examples of such expansion of services throughout a district abound, but such usage of temporary classroom space will have to expand even more in the 1980s. There are many millions of adults who are not being given the opportunity to attend classes in locations near their homes or places of work. To increase these opportunities is a major responsibility of the community college with its community education oriented philosophy.

For many interested persons the day and the time of the class is as significant as the location. There has been a belief, implemented by action, that classes for part-time adults should be scheduled during the evening hours on Monday through Thursday. This limitation is and will be increasingly unacceptable. Classes for working adults may well be needed in the evenings, but what is wrong with Friday evening, Saturday, and Sunday? What about more examples of community colleges with weekend programs in which a person who is interested may complete a certificate or degree without having to attend any classes during the so-called regular Monday through Friday day schedule? These weekend schedules could be located on the campus because the students interested would probably be able to commute.

Classes for housewives, retired persons, and older people may need to be scheduled during the day and not far from their residences. In cities and in towns with sizeable populations of working people and/or older retired persons, a downtown center for the adult part-time student is a great advantage for all concerned — the student, the community, and the college. Such centers should be

available for classes from 8:00 p.m. to 10:00 p.m. as many days as needed. These can become true examples of community education, not just in theory, but in practice. They can provide the older person with a richness of life far removed from the apartment or rooming house where there is little stimulation for living. Serving this rapidly growing percentage of our population provides a tremendous challenge for the 1980s. It is not too difficult to speculate that other colleges would join with the community college in developing such downtown centers for working people and senior citizens. Such a location with the proper input from those to be served could be a most exciting place, and further it could become a bastion of support for the community college from those who provide the funds — locally and state. Downtown centers would also help answer those critics of community colleges who have been unhappy with the construction of the college campuses in park-like settings in suburban and semirural areas, at some distance from the population centers. Transportation has been a problem, except for those with automobiles. The rapid increase in gasoline costs will intensify the problem for commuter students unless a more adequate public transportation system is developed.

Those colleges, not convenient to the population centers and to public carriers, may have increasing enrollment problems in the 1980s and should make plans which would bring the college program to the people instead of relying on the people to get to the campus any way that they can. The conscious or unconscious desire of boards and staff to copy the four-year college campus, regardless of commuter problems, may be an outdated concept in the future. There is little comparability between the liberal arts college campus and the community college campus in terms of actual student access needs. One is residence oriented, the other commuter oriented.

CHAPTER 4
OPERATING THE COLLEGE

THE LEADERSHIP

The key to other challenges is the challenge facing the leadership of the community colleges. The leadership must be skilled, sensitive, perceptive, futurist oriented, aggressive, committed to the community college philosophy, hard working, able to communicate internally and externally, able to make the difficult decisions, and have the respect of those both above and below in the institutional hierarchy. These qualifications apply not only to presidents but to vice presidents, deans, chairpersons, and all other persons who have been assigned administrative responsibilities. A leader must be able to anticipate what will be set in motion by a decision and be prepared to cope with and to live with the decision. Boards must understand full well the implications of the policies they establish.

The strength of leadership at the board and presidential levels has been increasingly criticized during the 1970s. Conflicts within the boards, between the boards and presidents, and between the president, the board, and the faculty have been common in many states. These conflicts have been front page news and have damaged the image of the community college locally and regionally. The ripple effect has been in evidence to the overall detriment of community colleges. Excuses are numerous and include the following: board membership is weaker and members increasingly intrude into administration; suits and collective bargaining take the major part of the time; the contract spells everything out so there is no opportunity to provide leadership; the remuneration is insufficient to attract strong leadership. Whatever the cause, whatever the reason, it is essential that the community colleges have strong and respected leadership at all levels, from the chairpersons on through to the presidents.

The President

The president will by his or her actions and posture establish much of the climate within and without the college. The president's personal and professional integrity will be emulated by other administrators

and by faculty as well. Presidents must have the abilities, self-respect and confidence to discuss institutional problems openly with the faculty as with the board. This open communication, argument, factual disagreement, combined with an evident respect for the opposite viewpoint will hopefully negate some of the hostility which has developed between the president and faculty during the past years. The president must assume the leadership role and cannot, due to weakness or indecisiveness, permit or ask the board to assume his or her responsibility. Such weakness may allow the board to move in and take over the administration, and deal directly with the staff — which, of course, many staff organizations hope for.

The 1980s will require the utmost in energy and wisdom from the president. Each president's style will differ and no one style can be determined to be superior. However, there are certain requirements for presidential leadership which may be considered essential. These incorporated into different styles due to personality variances will make the strong presidents who will meet the challenges of the 1980s. Many lists of presidential requisites are available for perusal and this is not a monograph on presidential leadership. However, the following may well be considered essential for the coming decade of change, limited resources, aging faculty, and increased pressures from external local, state, and national sources.

The president must exemplify personal and professional integrity, for, whatever this image may be, it will be scrutinized both within and external to the college. This integrity or lack thereof will be emulated by board members and by staff members for it becomes a source of strength in times of pressures and disappointment, frustration, or distress. The president must have the confidence to lead knowing that failure to lead creates a swampland of indecision and drift. The president must have the confidence within himself or herself and the confidence in the sub-administrators to delegate responsibility and to expect that the decisions reached by the subordinates will be effective. The president must be both supportive and demanding of all staff with respect to their areas of responsibilities. Their success is the college's success and must be stimulated and recognized.

The president must be the college's chief representative and communicator to the community, locally, statewide, and nationally. The president must have the courage to evaluate, to recommend, and to make decisions, to be able to say "no" when it would be so much more comfortable to say yea. The president must schedule his or her time so that crisis management is not the continuous excuse given for failure to think and to plan for the future. Presidential respon-

sibilities for thinking and planning are more critical for the 1980s than they were during the period of growth. This emphasizes the importance of and necessity for the president being granted a three-month leave with pay every three years, and it is the responsibility of the board to see that the leave is taken — away from the college.

Presidents continue to have difficulty with the word communication, whether it is with the board, the administration, or with the staff as a whole. Perhaps the prime responsibility of the president is to educate the board so that the board can discuss openly and intelligently the policies it must consider for the operation of the college. Presidents cannot for too long, and certainly will not be able to during the 1980s, keep a board minimally informed, or expect a board to approve without opposition presidential recommendations. The "rubber stamp" board is not acceptable now and the 1980s will find it even less acceptable.

One of the major causes for conflict between the president and the staff has been the failure of the president to keep the staff informed on a regular and continuing basis. A presidential board decision making process which excludes real faculty involvement or input may have been partially effective when community colleges were junior colleges, and were closely related to the paternalistic philosophy of the public school principals and superintendents. Those days are gone and such paternalism or patronization is completely unacceptable.

The 1980s will require even more of a president than before with respect to his or her participation in and acceptance by the community. Community education requires a community-oriented president, a president who is comfortable with all elements of the population. The college is committed to serve all of the people so all of the people have a right to feel that the president of the college has an interest in them. Business, industry, labor, the professions, the media, government, ethnic and minority groups, service clubs, social groups are all involved in the college and must be viewed by the president as part of his or her responsibility for providing them with direct access.

The Board

The board should and must represent all of the people in the college district. Members who are elected to represent one vested interest group such as faculty or a minority group cannot generally vote with objectivity on a policy which may have significance far beyond that of the vested interest body. Faculty organizations which strive to elect a board member for their own ends are self serving and by their actions are placing their own interests above those of the college as a

whole. The same criticism can be directed at presidents who become involved in a board election. Again the same criticism can be directed at a board which attempts to perpetuate a particular bias.

The challenges of the 1980s will demand strong boards composed of the most knowledgeable, creative, and committed citizens within the community. There can be no justification for split boards which vote on a consistently split basis. This is enervating for the board and the total staff. It is destructive to the morale and leadership of the president. It creates a negative impression within the community served. Boards have the responsibility, when a vacancy occurs, to involve the community leadership, representative of all groups, in reaching conclusions as to the best possible candidates to run for election. With this kind of broad support there is less chance for a vested interest candidate to be elected.

Not only should the president and staff educate a board about the total educational program, but the board should be evaluated by the president and staff. Evaluation must run both ways. It is expected that the board will evaluate the president but it is just as important for the board to realize how it is viewed by the president and staff. If this were done openly and objectively the boards would become stronger and more highly respected. It is unfortunate that so many boards are, for the most part, separated completely from the faculty and from most of the administrative staff. Presentations by staff to the board on a regular basis provide an opportunity for each group to learn to know and to respect one another. These occasions can be supplemented by occasional informal dinners and discussions during which there is no formal agenda — only an opportunity to develop understanding and mutual respect. The community colleges need and must have all the understanding and support possible from the boards if the colleges are to be understood and supported by the total community.

Some board members have prostituted their responsibilities by putting pressure on the president to recommend for board action items pertaining to personnel, finance, and construction which are self serving and not in the best interests of the college. Board members have used the board meetings as a personal forum and as a foundation for political advancement regardless of the effect upon the board proceedings and the divisiveness such actions cause within the board. One or more board members have created a split board in which most board votes are representative of the split.

The splits may be due to personality conflicts, political differences, power plays, or personal ambitions. Whatever the reason, such splits are damaging to every facet of the college and tend to

represent a blatant disregard for the overall good of the institution. Split votes following an open and general discussion where there is an honest difference of opinion are healthy and are representative of a board of strong members. A split board which creates a split vote on most recommended actions is indicative of conflict which can become sufficiently destructive to absorb a good share of the energies, not only of the board members but of the president and of other staff members as well.

Board members too often, intentionally or unintentionally, move into administration and assume administrative responsibilities to the detriment of the college. This is especially true when there is a weak president or when the president is acting, interim, or a "lame duck." To prevent this very serious and negative intrusion into administration boards are obligated to employ, as their primary responsibility, a highly qualified, strong, confident president who will have their respect and the respect of the staff and the community. Nothing less is acceptable, regardless of the pressure vested interest groups may bring to bear upon the board. Faculty pressure to employ a president supportive of a faculty point of view, without considering what such action would have on the college program as a whole and upon the community, is unacceptable and to be resisted.

Other Administrators

As with the board and president, the other administrators must have clearly defined responsibilities and be evaluated annually on their ability to fulfill those responsibilities. Each administrator must be held accountable for his or her area of responsibility. The tendency to run away from a difficult decision and pass the buck up to the next level cannot be tolerated. To say the least, it exemplifies poor administration and weak leadership. The upcoming challenges are too serious to condone weakness at any level of administration. One of the reasons given for retaining or appointing administrators who have deficiencies relates to the salary schedules. Administrators complain that teachers who work extra will receive more salary than is paid to the administrator where there is no provision for extra pay. The well-qualified person may refuse such an appointment. Where this is present it may behoove the board and president to review the administrative salary schedules. There is justification for remuneration for responsibility. This is common practice in business and industry where initiative, managerial skill, creativity and responsibility for planning and decisions is expected. It seems logical that this type of monetary reward should be expected by college administrators.

As is true for faculty, sabbatical leaves, inservice training workshops, and other opportunities for professional growth should be available to members of the administrative staff. It is incongruous to expect an administrator to grow professionally and to keep up with changes in management theory if there is no opportunity to leave the office except for brief vacations. Obsolete management is just as stifling to an institution as is obsolete teaching. The president should recommend to the board adequate paid leave for the other administrators for their professional growth and insist that the time be taken and be well used for the benefit of the person and of the college.

Vice presidents, deans, directors, chairpersons and all other administrative personnel, by title, have positions of leadership and, as mentioned before, should be commensurately reimbursed for their leadership and decision-making responsibilities. Their roles will be, as in the case of board members and the president, more demanding in the 1980s. Evaluation responsibilities concerning those they supervise will be more difficult. The college, if it maintains or improves its overall quality, will not be able to "carry" nonproductive staff at any level. During the growth years a nonproducer could and did stay in the background. This will no longer be possible. The administrative staff will have to establish evaluative procedures and be prepared to assist the ineffective staff member to improve through inservice workshops and retraining, or be prepared to recommend replacement. This is nothing new, but the urgency to plan for such eventualities may be new in many community colleges. The colleges will not be able to afford the luxury of maintaining staff at any level who are nonproductive and who are then a drain on the resources of the college.

Of special importance is the need to maintain an administrative staff of defensible size. Faculty are prone to criticize administrative empires and with some justification. The position of each administrator with accompanying job descriptions and salary is an absolute necessity. Faculty, for example, must understand the demands placed upon an administrative staff by the proliferation of state and federal regulations and demands for information. Again, where there is communication there is more opportunity for understanding and less chance for criticism and conflict.

The sub-administrators with decision-making responsibilities will have to be able, as with the president, to say "no" as well as "yes." This will be difficult for some, especially for those who consider themselves faculty instead of administration. If the person cannot accept the trauma of making a difficult decision, the person must

be removed from the position of responsibility for the good of the institution.

THE FACULTY

As essential to coping with the challenges of the 1980s as are the board, president, and members of the administrative staff, the faculty, perhaps, play an even more important role. They are the teachers, counselors, and librarians who are close to the students. They are the ones on whom the college's reputation for quality will rest. They are the ones who will be quoted in the student's homes. They are the ones who will help determine the future and fate, personally and occupationally, of their students. They are the ones, whether they like it or not, who will be emulated, positively or negatively, by many students. What are their responsibilities to the college and to the community? What are their responsibilities in helping to establish an image for the college which will bring respect to the college from the citizens who, with their votes, control a major portion of the college funding and therefore the college's future?

First and foremost is the responsibility of maintaining quality in whatever instructional program the teacher's responsibility lies. Quality is as essential in a remedial class as it is in a second year calculus class or in a course in dental hygiene. No faculty member can rationalize that her or his professional assignment is unworthy of quality. If the faculty member conveys such an attitude that will become the attitude of the student. Faculty who consider themselves to be teaching in a lesser institution, and are frustrated or professionally unhappy due to a feeling of professional inferiority do not belong in the community college. A positive professional attitude of confidence in the quality of the colleges' total educational program is essential for the faculty as a whole, and for each individual faculty member. When this doesn't exist it creates a climate which can be easily observed by both students and the community.

It is impossible for the student and the community to respect an institution and to consider it as a college of quality if that belief is not present within the faculty. Confidence breeds confidence, and the students have the right to expect and to find this confidence among the faculty. This potential problem may become exacerbated during the 1980s due to the number of graduates from the university graduate schools who will be unable to find positions in the universities. Community colleges may be encouraged falsely to employ young Ph.D.'s in order to upgrade their faculties. This can lead to unhappy teachers, unhappy students, and some institutional turmoil. It is essential that community college teachers understand and believe

in the mission of the institution and that they do not have an apologetic attitude for having settled for something second or third best. If such teachers are indeed employed it will then become the responsibility of the total staff of administrators and faculty to assist the "university-oriented" teacher to understand the heterogeneity and excitement of community college students, and to learn how to teach in the variety of classes.

Other serious issues pertain to the faculty. Some colleges are replacing full-time faculty with part-time teachers through attrition and by outright replacement. Faculty are increasingly less mobile and by remaining at a single institution are causing the average faculty age to increase. Declining enrollments of traditional students are causing the elimination of younger teachers without tenure. The percentage of tenured faculty is increasing. Faculty are being assigned to a mix of day and evening classes in order to fulfill a teaching load. These, along with the frustrations caused by "new" students with whom many colleges are ill-prepared to cope, are contributing to increased conflicts within faculty and between the faculty, administration and board. Survival becomes paramount — be it a person, a course, or a curriculum. Faculty members have, over the past decade, turned to collective bargaining as a procedure to assist them — with varying results. States have passed laws legalizing collective bargaining and the results have been predictable.

The responsibility of the faculty member will have to be clarified with respect to teaching load, student teacher ratio, professional and community service, and research. In addition, there will have to be agreement concerning evaluation, accountability, and professional growth. Boards, administration and faculty cannot ignore these major concerns as the colleges prepare for the 1980s. There has been for too long a benign neglect as enrollments grew, and as faculty pressures created a reluctance on the part of leadership to provide leadership. Recently it would appear that arbitrary decisions are being made by the leadership at the expense of the faculty. Neither action is acceptable and both indicate a weakness in leadership.

The problems mentioned are too serious and far-reaching to ignore, condone, or to treat simplistically. The board, administration and faculty must together describe, analyze, and discuss these problems, suggest alternatives, and reach conclusions as to what are the most acceptable decisions for actions which will provide the college with the faculty and instructional program for the 1980s. A triangle of strength — faculty, administration, board — is a necessity where mutual respect and mutual trust are the commonalities rather than lack of respect and suspicion. This triangle can be expanded into a

rectangle by including the community and would be an advantage. A fifth side would include the state office for community colleges wherever such an office of significance exists.

Adversarial relations can be constructive for the benefit of the college and the community if there is mutual respect, full involvement and open discussion of the problems facing the college. This can occur whatever the governance of the institution. The breakdown and conflict develop where there is no openness, or where self-interest on the part of the faculty, administration or board takes precedence over the good of the educational program for the benefit of the community served.

As mentioned before, the faculty profile is changing and will change even more. It is incumbent upon the faculty, administration and board to reach agreement on staffing and upon inservice training, upgrading and retraining — all based upon an acceptable method of evaluation. Sabbatical leaves, leaves of absence, summer assignments and workshops, exchange teaching assignments, instructional research and other activities are conducive to improved teaching through the stimulation of the faculty member. Teachers cannot and must not be permitted to become apathetic or outdated. The college must be committed to the improvement of instruction just as strongly as it is committed to serving with quality the students it enrolls. The two commitments are inseparable. The first concerns the teacher, the second, the student. A budget curtailing faculty opportunities for self-improvement on a regularly scheduled basis is through default a budget unconcerned about the continued quality of the educational program.

A way to approach the problem of personnel obsolescence is to gradually replace full-time teachers with part-time teachers. This is being done in many community colleges throughout the United States. It has the advantages of flexibility, lower cost, no tenure, and up-to-date staff. Evaluations by students and administrators have been good. However, the replacement of full-time staff by part-time staff has some major disadvantages. There is no real continuity of personnel or program. The part-time staff feel they are exploited with respect to salary. The core faculty, decreased in size, become less representative of the total program, less comprehending, and hence, less supportive of the college as a whole. The core, smaller perhaps in number than the part-time faculty, fear the numbers of the part-time persons if they were to become voting members of the faculty association or union. The part-time faculty will probably not be available for student counseling during regular or informal office hours. The rush of some colleges to employ part-time faculty may, in

the long run, result in cleavages and frictions which will be more destructive than mild obsolescence.

In evaluating the alternatives, the employment of full-time faculty for the occupational programs with provision made for regular periods of upgrading would seem to be a better choice. Community colleges, to be effective student-centered institutions, must have stability along with a creative tension. Faculty must be given the encouragement to grow professionally and to be creative. This seems to be simple in concept but is difficult in practice. To replace this philosophy with a constant turnover of part-time teachers, no matter what the rationalization is, appears expedient and lacking in institutional integrity. The financial savings and flexibility are inadequate justification for actions which can be destructive to institutional climate, quality, and image.

Faculty concerns increasingly expressed through faculty organizations are more often than not the result of insensitivity on the part of a board or the administration. This insensitivity or just plain lack of common sense or arrogance may soon be translated into a resentment on the part of the faculty. The resentment, if not understood or cared about by the board or administration, may be further aggravated and become hostility which in turn can create real conflict. These open conflicts, as are so often the case throughout all of society can be exploited by small power groups, be they faculties, board members, or administrators. Unionization and collective bargaining prosper within these conflict situations with resultant negative adversarial relations which destroy collegiality and consume energies that are needed for the proper functioning of the college. Mutual respect and the ideal of shared governance are negated and become impossibilities.

The challenges of the 1980s will require the best thinking of the faculty as well as the board and the administration. The faculty must acknowledge and accept their professional responsibility for their contributions to a quality institution for the community served. The three cost variables of salary, teacher load, and student-teacher ratio must be thoroughly understood by all faculty as they interrelate to the cost of instruction. Continuous striving to increase salaries while lowering teacher load and/or student-teacher ratio escalates the cost of instruction beyond acceptable limits — if there is a concern and desire to finance adequately the remainder of the educational program. Unjustified faculty pressures in the three cost areas mentioned are not indicative of professional responsibility. Capitulation to such pressures by an administration and/or board are irresponsible actions which represent only weakness rather than leadership. There

will always be a day of reckoning when a faculty, an administration, or a board acts in a cavalier manner or fails to act when action is needed.

Faculty organizations, union or nonunion, must in cooperation with the administration and the board study, analyze, conclude, and recommend solutions to problems which will face the colleges during the coming years. These will be primarily in changing student mixes, staffing, curriculum, allocation and reallocation of resources, and the changing roles of the state and federal governments. There can be no justification for continued hostility and open conflict brought about by a lack of mutual respect, and an attitude of arrogance and insensitivity on all sides.

The image of the college is clouded when such conflict becomes open, and charges and counter charges are made without much consideration for the real facts. When such hostility and misunderstandings reach a climax, the result may establish a climate of distrust and negativism that will take years to overcome. Seldom will such situations occur when the participants are confident in themselves and have confidence in the others.

Professional educators, both faculty and administrators, deserve to be paid professional salaries commensurate with other professionals. To convince boards and citizens to provide such salaries, professional educators must understand and practice productivity. To ask for more pay for less work does not appear to be a very wise way to convince the public that more pay is justified. During the past two decades faculty have been able through argument, persuasion, union contracts, and a supportive public to have sizeable salary increases in many community colleges while at the same time having their teaching loads decreased. These actions have been uneven across the country, and in far too many instances salaries are disgracefully low. Neither of the extremes — high cost or low cost of instruction — can be justified.

It would be hoped that in the 1980s a balance could be achieved whereby faculty salaries in the community colleges would be respectable and comparable to those paid in the state colleges. At the same time it would be expected that the teaching load would reflect that of the teaching-centered institutions. To attempt to emulate the teaching load of the research university is unjustified and tends to refute the philosophy of the community college. If the commitment is to quality teaching first and foremost and not essentially to scholarly research, then the teaching load must reflect this commitment.

Faculty from all instructional areas of the college should be involved in the determination of an acceptable teaching load by

instructional field. To impose a flat definition by board, administration, or state office edict is unacceptable and unworthy of a management policy. As resources may decline in the 1980s, colleges should plan ahead and reach agreements concerning acceptable instructional costs as they relate to teacher load and student-teacher ratio. Committees of administrators and faculty will be needed to study, analyze, and recommend supportable solutions. It may well be that those colleges having a flat twelve contact hour teaching load, regardless of the subject taught will find such a policy to be unacceptable if and when funds are curtailed. The same question can be raised on any across the board figure. Different subjects, lectures, laboratories, remediation, and other variables require different amounts of time and energy in preparation and teaching. To apply a flat teaching load figure to all teachers is simplistic and approaches an absurdity. Faculty members themselves must play an active, objective, and mature role as to what constitutes an acceptable teacher load by instructional area and by type of instruction.

Community and legislative understanding and respect for faculty productivity will certainly help develop and maintain a climate of support for sufficient funding to provide professional salaries. The steady drop over the past few years in faculty salaries when compared to other salary and cost of living increases cannot be condoned. *The Chronicle of Higher Education* with regularity has shown this growing deficiency in faculty purchasing power.

What does it tell higher education? Many conjectures can be made, but whatever the reasons may be, the discrepancy must not continue. Higher education, the community colleges, must be prepared for the changes in the 1980s, and must be respected for their contributions to society if their staff members are to be properly remunerated. Open and visible internal conflicts, self-serving actions and pronouncements, declining productivity, a decrease in or failure to improve educational quality, instructional inadequacy or obsolescence, weak leadership, board factional disputes, and other difficulties all contribute to a negative image within the community, within the state, region, and nation. It is essential that the community colleges accentuate the positives, for there is no other segment of education — elementary, secondary, or higher — which has the potential to serve the public as well and as excitingly.

THE SUPPORT STAFF

A major element of the college which must be fully involved as an equal partner is the support staff. Whatever the individual's role may be, the person's value to the college and to the educational program

is indisputable. The switchboard operator, the secretary, the laboratory assistant, the groundsman, the custodian, the engineer, the watchman — each and everyone reflects by his or her actions a commitment or lack thereof to the college. Their contacts with students and with the public may be more numerous than most of the members of the professional staff. Their attitudes as expressed to the public may become the attitudes of the public towards the college. The quality of their work reflects the demands for quality within the college. Community visitors will quickly gain an image of the college by the appearance of the grounds, the buildings and the laboratories, or from the reception received by the receptionist or by a secretary. To exclude these persons from participation in those discussions which will effect the future of the college is shortsighted, insensitive, and arrogant. They will be just as concerned and effected by the challenges of the 1980s as will the faculty and administrators.

Committees appointed to discuss reallocation of resources, budgets, and policy changes should include representatives of the support staff on a full participatory basis. Their inclusion will not only be beneficial to the committee discussions, but will help eliminate conjecture and rumor based upon ignorance, suspicion and fear. Their involvement in the decision-making processes of the college will affect measurably their interest in the institution, their commitment and their feeling of security. These attributes will be returned to the college many times over in terms of quality of work, pride, and positive comments within the community. Administrators and faculty who take the support staff for granted, and treat them in a patronizing manner are both insensitive to and unaware of the very significant role these individuals play in the overall quality and image of the institution's total educational program. Their understanding of the college, and their commitment to and pride in the college are essential for the coming decade.

POLITICS

Educators don't like to think of their institutions as part of the political picture, but in all reality they are. Faculty members may try to avoid this fact of life at all costs, but faculty are engaged in politics when they become involved in board elections or salary negotiations through their various organizations. The college board and staff depend upon the local politicians for support whenever there is a tax or bond election. They depend upon the state politicians, both executives and legislators, when it is time to argue for state funds. They depend upon their congressmen during those times when federal legislation may or may not be advantageous for their colleges. It's a

real contradiction to observe the chameleon-like colors of college personnel when it comes to the word "politics." The colleges probably couldn't exist without the support of local, state and government executives and legislative personnel. The more the private colleges seek state and federal funds, the more they are going to realize that the same facts of life apply to them as to the public colleges.

The point of emphasis is that the president of the college with assistance from the board, staff, and students must plan and develop a strong, ongoing program of education for the political forces which comprise the decision makers in the local, state, and federal governments. Support from these elements of government will be essential in the 1980s as they have been in the past, only more so. Data which are clear, factual, and at all times accurate must be provided on a continuing basis. The rumors and misconceptions about community colleges must be eradicated by replacing inaccuracies with accurate and pertinent data. Politicians are swamped and bedeviled with piles of paper and reports which will never be read. Simply sending a report to a government office is a waste of both time and money. The people to be educated must be approached either directly or through their aides, and the college representatives must be sensitive to the acceptable approaches. Entertaining public officials for pressure purposes is generally fruitless, and may in fact be destructive to the college. For most community colleges the optimum procedure is to establish an informal relationship based upon candor and integrity between the college representative and the official. The college president must know which board members and staff are involved, and should be the person to determine such involvement. Involvement by too many staff or board members can turn a good or potentially good relationship into a negative one. This emphasizes again the importance of mutual respect and understanding between faculty, administration and board members.

The education of the governmental officials must be a team effort where there are few, if any, contradictions. If more than one college representative is involved, there should be clarity of communication between those involved so that the contacts will be mutually supportive rather than confusing. The constant complaint from Washington, whether it comes from Senators or Representatives, is that they are *not* contacted by college officials or faculty. The same complaint is registered by their respective aides. They are contacted by the lobbyists of the various higher education organizations, including the American Association of Community and Junior Colleges, on a regular basis, but that is not the same as having someone from an individual college stop in and visit about the specific college program and needs. Similar procedures apply to the state

legislators. If a legislator, mayor, councilman, or other official is openly critical of the community college concept, and the criticism is false, who is responsible? Generally the college representatives must be held accountable for the official's ignorance. Community college board members, administrators, and faculty must understand the increasing importance of educating those decision makers who affect the educational programs of the colleges, and who affect the futures of the millions of students who attend. This must assume one of the highest priorities among those assigned to the president by the board.

Community Relationships

Community involvement and communication is a responsibility of all community college staff members. A continuing criticism within the college staff is that the college is not understood by the community. If true, and evidence is supportive of the truth, the responsibility must rest with the board, president and the total staff. Are the counselors in continuous contact with the high school counselors? As competition for these students increases the high school counselors will play an even more significant role in advising students which college to attend. Are faculty in continuing contact with both high school teachers and four-year college faculty as to what is being taught and what will be expected? Are occupational faculty maintaining an ongoing relationship with the respective business, industrial, professional, and public service groups? Do they know what the college does or could offer?

A community-oriented education program, broad and complex, is, by its very nature, difficult to comprehend. Ironically, far too many community college staff members are uninformed and far too many ignorant about the total program. This is true, as well, of some administrators who have isolated themselves into a confining and very limited philosophy and viewpoint. It may be most serious with board members whose only real contact is a monthly meeting which could be limited to business transactions. The internal difficulties of comprehension are magnified many times by the great breadth of interests within the community. Educating this community cannot be left to chance or to an intensive campaign when a tax or bond election is forthcoming. The education must be continuous and all staff and board must be involved. Leaving this communication up to the Public Relations Office, if there is one, is a real cop-out and can backfire, because too often such offices use a hard sell which is destructive to the overall image of the college.

Relationship with State Government

The same philosophy of continuing communication is required with respect to government officials. The State Legislature is pressured from all directions. Community colleges have too often followed the pattern of the hard sell at those times when they want more money from the State. Legislators who have been involved in the college on a continuing basis will not have to be sold if they understand and believe in the quality and cost efficiency of the college. Again these legislators will be increasingly pressured by the public schools, the state colleges, the state universities, and the private colleges and universities for funds. The 1980s will see a real fight for money to even begin to maintain positions of past priority. Where will the community colleges be with respect to educational priorities, and where will education be with respect to all of the other priorities. There is an educational job to be done with the legislators on a continuing basis. There is an educational job to be done with the executive branch of government and the budget bureau on a continuing basis. These are top priority requisites for understanding and support. Hopefully the board, administration, faculty, students, and leading citizens can be involved together in this essential communication. There is no way that conflicts within the college will help this communication. It would seem only logical, and from a common sense viewpoint, that the faculty, administration, and board conflicts would be tempered and resolved for the benefit of the college and the community during the 1980s. Can and will this challenge to these groups be accepted, and can they, by working together and listening to one another, resolve their personal ambitions and self interests so that the college is viewed externally as a cohesive institution committed to quality education for the total community?

CONCLUSION

The integrity of the institution is much more complex and greater than financial integrity. The integrity of each group — faculty, administration and board — creates the integrity of the college. Even further, the personal integrity of each staff member is one of the building blocks within the college's integrity and image. Individual and/or group failures create cracks in the edifice which, if too many or too serious, may well destroy the viability of the college. There have been far too many media-covered instances of self-serving actions by board members, administrators, and faculty members to ignore the seriousness of such actions on the college and on the image of community colleges in general. People are prone to paint with a

broad brush, to attack the whole when only a part is affected with an ailment, to lump the entire group together because of the deficiencies of a few. Community colleges as a group in a state, and as a group nationally will be competing for priority recognition with respect to state and federal funds and legislation during the 1980s. The competition will be extreme. The posture and image of the colleges as a group will be all important.

CHAPTER 5
ALLOCATING RESOURCES

Accountability, productivity, and cost effectiveness are interrelated with the allocation and reallocation of resources. This will apply to both staff and hard resources such as money, equipment, and facilities. As with the other major challenges already mentioned which must be faced up to and accepted by the board, administration, faculty and support staff, this will be one of the most difficult. The changing students with their changing interests and needs, the changing community needs, and the competition for funds will create continuing problems for the college in its allocation of resources. Community colleges which have produced master plans for five or ten years will find that these plans will have to be updated and revised on an annual basis. Colleges which have not formalized such master plans will find it necessary to do so. Boards should adopt policies which require the president to submit a multi-year master plan on an annual basis with the understanding that the proposed budget will reflect the master plan. The board has the right to expect that the budget is more than another incremental budget which is composed primarily of additions to the past line items in accordance with inflation. The master plan should be based upon the accepted mission of the college and should include the following data:

A. Objectives of the college as related to the mission or philosophy of the college;
B. Expected student enrollment, and student profile by age, sex, interest, preparation, and need (other demographic data may also be desired);
C. Expected student enrollment by subject field, location of class, and time of class;
D. Curricular and course content to serve the student interests and needs;
E. Faculty, both full-time and part-time as needed to provide the instruction and student services;
F. Administration to provide the leadership, management and supervision;

G. Support staff to provide the needed services for the college;
H. Equipment and facilities to maintain ongoing and proposed new programs;
I. Estimated cost for the total educational operation;
J. Estimated total revenue from existing sources as predictable;
K. Discrepancy between estimated costs and estimated revenue;
L. Recommendations for solution to the discrepancy.

From such an annually updated plan the president and the staff can discuss with some objectivity resource needs in terms of personnel, services, equipment, and facilities. The resource needs can be compared to what are presently available, and the variances discussed as they relate to the allocation of resources.

PLANNING RESOURCE ALLOCATION

Changes in curricula and services, even though they may appear minor, are complex and fraught with emotion. Change is disturbing to many and feared by others. A reallocation of resources may result in the elimination of a course, a full curriculum, a student service, a laboratory or even a building. In multi-unit districts an entire campus could be closed as has been the case in so many public school systems. Survivalism is an intense emotion, especially when there has been a great decrease in the number of available positions and an increase in the number of persons formerly employed in four-year colleges and universities, who are now and will be seeking positions in the community colleges.

It is particularly important that the entire staff be represented and involved in any reallocation of resources, whether it be funds, personnel, or space. Decisions made in the absence of participation in the discussions by those staff who will be affected by a change in resources epitomizes insensitivity on the part of the decision makers. Such actions trigger anger and open hostility from those affected, and a ripple effect of sympathy and growing hostility throughout a staff can be expected. The failure of the decision makers, be they administrators or board members, to anticipate what their actions may set in motion or what their actions will have triggered is an indictment of their leadership ability.

Community college boards and staffs will have to acknowledge the fact that if the colleges are to provide community-wide educational opportunities during periods of change, there will have to be a continuous study and analysis of the present use of resources. These studies and analyses will have to be followed by recommendations

for a reallocation of defined resources. The recommendations will then have to be analyzed with respect to the pros and cons for each recommendation. The final decision must then be made as it applies to that recommendation which best serves the mission and objectives of the college and the needs of the students and the community.

These decisions on the reallocation of resources will be extremely difficult during the 1980s. The challenge to the colleges is to accept the responsibility, and to have this acceptance understood and supported by the board and by the staff as a whole. This will not be easy, to say the least. The entire process must rest on full communication and trust among faculty and between faculty, administrators, and board members. All must understand that the college is for the purpose of providing educational opportunties for the youth and adults of the community, and not for the personal welfare of the board or staff. This is a demanding requirement and one that cannot be considered simplistically. The process may well start out in a professional manner and continue in such a positive climate until someone's position, a program, a building, a campus is threatened. At this time the emotion of survivalism may well become a dominant force and provide a counter threat to the possible implementation of any reallocation planning and recommendation. The fear and emotion stimulated by the concern for survival may in turn be channeled into political actions aimed at pressuring, before or after a reallocation decision, those responsible for the decision.

This political pressure may come from many persons: those directly affected, professional and labor organizations, citizen groups, the media, and government officials. The board, administration, faculty, and support staff should be sufficiently astute to foresee such possibilities and to have planned in advance how such attacks might be prevented or blunted. Theoretically if the planning process for a reallocation of resources is based upon open discussion and staff involvement, and if it is understood that changing allotments of resources are essential for the continued well being of the college, the decisions made will have a much better chance of standing up to vested interest and political pressures.

Examples are numerous throughout the country of situations where a board, a president, a dean or a department chairperson has acted in an insensitive, arbitrary, and even arrogant manner in allocation and reallocation situations. The resulting disruption, generally destructive both internally and externally, damaged the college's image as well as those of other nearby community colleges. *The Chronicle of Higher Education* describes such cases with almost weekly regularity. Of course, the converse is true and perhaps even more

serious. Those institutions which fail to respond to the need for change or resist change in order to retain peace and quiet are guilty of not serving the needs of their changing students and communities. They are guilty of maintaining a status quo for a staff at the expense of the students the staff is supposedly serving. Neither of these poles is acceptable today. Certainly they won't be acceptable for the coming decade.

The last comments apply directly to the community college as the needs for academic transfer, occupational, developmental, continuing, and overall community education change in their mix from year to year. They will also apply to changes in student service needs, especially as they relate to counseling and guidance. They will apply to changes in teaching methodologies and learning media. They will apply to institutional research. They will apply to the growing needs for upgrading and/or retraining an aging staff. They will apply to an ever increasing cost in the utilities and maintenance for the operation of the college plant. The individual person or the group of persons who may tend to be isolated on a campus are usually unaware of these complexities. This lack of awareness only fosters anger and hostility when their particular world of isolated self-interest is affected by even a minor change in allocations. This highlights the need for open communication and education of the total staff as to what is and what can be expected. Perhaps some administrators and boards would use this method as an opportunity to warn excessively, and that is a danger to avoid at all costs. The facts must be available for study, discussion and analysis. Exaggerated statements presented as facts are worse than no facts, and when presented as facts are an indication of a lack of confidence in and respect for the staff. The same conclusion can be reached when incomplete or exaggerated facts are presented to the board by the president. Withholding pertinent information for whatever reasons is not conducive to mutual respect and the loss of this essential part of any reallocation process is a major defeat for the process itself.

The allocation and reallocation of resources goes far beyond the community college as a single entity. The process, as described is certainly difficult within the institution, but the difficulty is compounded many times over with respect to the institution's relationships with the rest of society. The single community college within a multi-unit district faces the problem of a continuous study and analysis of the allocations within the district as a whole. One campus may change markedly in demographics and face major changes in program and staff to respond to student needs. These changes may result in additional costs of construction per full-time-equivalent student and the

extra funding may have to come from other campuses. The communication problem will now become much more involved as it includes district-wide changes and proposed shifts in resources on a priority basis. Well-documented data are even more essential for such changes than they were for the single college. The involvement of staff from all affected campuses for the purposes of study, analysis, and discussion is a given and cannot be overemphasized. These are the persons who will have the responsibility for explaining the problems and the recommended actions to their campus associates and this is and will always be a difficult task. It is doubtful that many, if any, multi-unit districts will ever have similar campuses within the district. Further it can be expected that these differences will become greater as the communities within the district change. These possibilities reemphasize the importance of community needs analysis studies on a continuing basis. These challenges will have to be faced by the boards, chancellors, campus heads and staffs in order to adjust their programs successfully during the 1980s.

DUPLICATION OF EFFORT

State offices for community colleges are questioning more directly those institutional curricula which may appear to overlap or duplicate one another, especially when enrollments in the curricula are minimal with high operational costs. The autonomous actions of the past twenty years when community college boards and staffs initiated programs as they wished may well be over for at least ten to fifteen years. Curtailment of state funds will not permit unjustified program duplication unless the local district is willing to assume the extra cost. The latter is a doubtful circumstance. The possible curtailment and/or elimination of curricula, especially those in the occupations within regions where there is evidence of costly duplication, will require cooperative efforts on the part of the affected colleges. It would be hoped that the respective boards and staffs would assume the responsibility to study, analyze, recommend, and act in accordance with what was best for the colleges as a whole. This may be asking too much for again it concerns survivalism. If the colleges don't act, sooner or later a state agency will assume direct action and, by default of local responsibility and accountability, become the external decision maker. The responsibility for such state intrusion must for the most part rest with the local boards and staffs.

SPACE UTILIZATION

The desire for an open space, multi-acre campus was prevalent following World War II,with the myth that a minimum of 100 acres

was needed — most of which was for parking and grassy vistas. Many colleges opted for 200, 300 or more acres. To maintain these spread-out facilities will become increasingly costly as utility costs spiral upwards. A major challenge to the administration will be to effect a space utilization that is affordable. If campus enrollments decline due to both predicted reasons and commuter problems, it may be necessary to close off some buildings, and schedule classes more tightly in the remaining buildings. Room and seat underutilization becomes a major cost factor with respect to both utilities and maintenance. Higher education as a whole has been and is guilty of scheduling classes primarily between 9:00 a.m. and 3:00 p.m. and again between 7:00 p.m. and 10:00 p.m. Rationalizations are many, but these may prove to be unacceptable if resources of students and funds are curtailed.

Just as staff load and staff-student ratio are major cost factors, so also are facility space per full-time-equivalent student, room utilization, and seat utilization. These use factors apply to all facilities, not just the classrooms; the library, lounges, cafeterias, laboratories, shops, etc. must be included in the use analysis data and the data incorporated in the budget process. Unused or underused facilities create a negative climate on a campus for the students, and a negative image for visitors and for the community. A visible trend towards such an eventuality should be discussed by the administration and faculty and recommendations for solutions presented to the board. It would be hoped that necessary actions would be taken prior to the eventuality in order to prevent a loss of student and staff morale.

COMPETITION FOR RESOURCES

Compounding the allocation-reallocation process further are the problems of competition for students and funds in the higher education community. This competition is increasingly prevalent within public higher education, and also between public and private colleges and universities. In the 1980s all indications are that there will be a decrease in available and potential students and funds. How does higher education as a whole, and how do community colleges in particular, plan to handle the problem of declining resources? One method is autonomous action and survival of the fittest, although there could and should be a major question raised with respect to the word "fittest." A second method is rigid state or regional control of public institutions, and, if the private colleges continue to seek and receive state tax funds, the control of private colleges as well, all through a state board of control for all of higher education.

Neither of these methods is acceptable for the community colleges or for any part of higher education. Flagrant salesmanship and unethical competition is an insult to the profession and to the people served. Authoritarian state control could well destroy the diversity of higher education, and in particular the community based philosophy of the community college. The answer seems to lie, as before, with the boards, administrators and faculty of the colleges themselves. Comment is prevalent in state capitols and in Washington that state and federal legislators do not grant higher education the same priority ranking which was granted during the growth period of the past twenty-five years. This decline in priority will have a measurable effect upon the state and federal resources allotted to higher education. The growing antagonism to taxes in general is sufficient cause for concern, but when this is combined with a predicted decline in enrollment in higher education the effect is multiplied.

It would be hoped that those in higher education could get their act together and present to the public and to the legislators an image of cooperative effort for the continued development and improvement of quality education. Such an effort will require those representing any one type of institution to be familiar with and to understand the philosophy, objectives,and problems of the other types of institutions. Is it asking too much for boards and staffs to have some understanding of the totality of higher education and of its complexities? There appears to be little understanding of or sympathy with the colleges of a different type. This ignorance creates arrogance in some and defensiveness in others and adds to the false status and hierarchical symbolism which is prevalent among board members, administrators and faculty. True status has nothing to do with the type of institution. It has everything to do with whether or not the college is committed to and fulfilling its mission with a quality educational program.

Direct or indirect changes in mission without forthright statements of changed intentions are occurring in the recruitment of students and in the addition of curricula. These expediencies are examples of reactions to the need to survive regardless of the educational consequences. Media advertisements for the recruitment of students raise questions about the integrity of an institution and of higher education as a whole. These images are not conducive to either expanded or continued support by the state and federal legislators as they make their decisions on allocation of funds.

There are millions of undereducated and other interested adults who would profit immeasurably from educational opportunities in our colleges and universities. Through broad needs analysis surveys

of our communities the institutions could cooperatively develop an extensive program of continuing education which would utilize the best that each college has to offer. The community colleges because of their experience in local communities should assume the leadership in this undertaking. It is part of their mission and should be part of their commitment. It is doubtful if any other type of institution would or could fulfill the responsibility. The four-year college and university faculties are not generally prepared, philosophically or attitudinally, to support such an effort which would be concerned with the general populace. The community colleges are, at least many are, and all are on paper. In such a joint survey under the auspices of the community college, there would be a description of needs from the simplest form of remediation through postgraduate updating. The colleges hopefully could assume their respective areas of instructional responsibility and by working together find that there was more to be done than they would have imagined.

This kind of cooperation and educational service would assist greatly in the allocation and reallocation of funds, personnel and physical resources. The sharing of information could well lead to the sharing of institutional resources with resultant major savings in costs, and especially in fears and trauma. This would approach an ideal if the various college representatives could learn to work together through common surveys, discussion, analysis, and recommendations which in turn would lead to acceptable conclusions. Efforts such as these, permeating throughout higher education, would eliminate much, if not all, of the almost inexorable movement towards state control of higher education. State legislators are depending more upon the budget recommendations from the state chancellors and state boards for budget allocations to the various types of institutions and to the individual institutions as well. This cannot be criticized if the colleges are not willing to compromise their own individual interests for the good of the totality of higher education and of the constituencies served.

The allocation and reallocation of resources relates directly to priorities, whether it be the single community college, the multi-unit community college district, public higher education, or higher education as a whole. The determination of these priorities should be primarily the responsibility of the respective parties in which there is some commitment to the public and to the purposes of higher education in general and by specific types of institutions. Legislators request this type of group responsibility and action. It would appear that such efforts would have a positive effect upon legislators and the local taxpayers when they have to evaluate the needs of higher educa-

tion against the needs of the elementary and secondary schools. It is probably asking for more than can be expected to request the representatives of the public schools and those from higher education to study, discuss, analyze and to recommend what is best for education from preschool through the graduate level. The backgrounds, philosophies, and attitudes of the various representatives are such that communication, understanding, and reasoning might be extremely difficult. However, this must not be the case with the representatives from the community colleges, the secondary schools, and the area vocational schools. The potential and real conflict between these institutions has been and continues to be an allocation of resources problem in states and in Washington.

The competition for students, funds, and programs has created an image of needless duplication, questionable courses, and self-serving staff very similar to what is developing in higher education with respect to the adult programs. This competition, especially for vocational education funds, has permeated state advisory boards and the National Advisory Board for Vocational Education as well as the U.S. Office of Education. As the percentage of students interested in employment preparation grows, in both types of institutions, the competition may increase. That enervating exercise would be most unfortunate and the problem to be faced poses another or rather a continuing challenge for the 1980s. If the public is to be served well with a proper breadth of occupational curricula respected for its quality by the employers, it is only common sense that the representatives of the respective institutions institute, develop, modify and schedule their offerings in cooperation with one another rather than in wasteful and needless competition. The costs in space, equipment, and personnel are high. Allocation of resources should be determined on the basis of joint recommendations regarding who schedules the class, and when and where it will be offered. Cooperative efforts for the benefit of the local communities would be most refreshing, not only to the public but to education as well. Such efforts would also pay dividends with respect to joint follow-up studies of the students placed in positions with business, industry, the professions, and public service.

In the allocation of funds by the State, community colleges have been severely criticized for services they render which may be questionable with respect to an educational definition. Accusations are made that the community colleges have extended their services beyond their accepted mission and objectives. These accusations have been made by governors, legislators, budget analysts and directors, state chancellors and boards, organizations, and individual

citizens. They have also been made within the college by members of the boards, administrators, and faculty. What is this basic challenge to the community college? In simplistic terms it concerns whether or not the college is a social institution which provides social accommodations to the students at the expense of the taxpayer, especially the state taxpayer. Does the college within its autonomy have the authority to schedule classes in macrame, belly dancing, astrology, baby sitting techniques, and on and on? Does the college have the responsibility to serve as a "Half-way House" for persons between jobs, when there is no ostensible reason given for enrolling in an educational program? Should the college be a social welfare institution in which it duplicates services which are provided by other public and private agencies? Should the college retain students for additional semesters who are indifferent and who are unwilling to accept responsibilities for class assignments? These are difficult and emotional questions but they must be faced by the colleges as a challenge to their integrity.

If activities are scheduled for enrollment purposes and for state funds instead of board and staff commitment, the actions are indefensible. If they are considered to be an integral part of the community college educational program within the college philosophy and objectives, then they should be defended strongly and critics must be educated to understand these aspects of the college mission. The competition for funds between the various governmental agencies (local, state and national) is such that the community colleges must rest their cases on defensible positions which will stand on their own strength. It would certainly be advantageous if the community colleges of a state could reach agreement on this sticky problem and present a united front. For a college to force the issue of autonomy against the best interests of the group and against the well-documented facts of governmental agencies would appear to be ill-advised and insensitive to reality. It could also jeopardize broad support which could result in a curtailment of funds beyond the specific cases in question. It has been said that politics is the art of compromise. Community colleges are involved in politics at all levels — local, state, and national. Their image of service, quality, and integrity are essential to their success in the politics of resource allocation and reallocation within government and society as a whole.

FINANCE

The bottom line in any discussion of the future of community colleges is finance. How best should the community colleges be financed so that they can fulfill their mission as a quality, low-cost institution,

established and maintained to provide an educational opportunity for the youth and adults of the community? This question is being raised by individual districts, by states, by research studies at universities, and through a project underway at the Brookings Institute in Washington, D.C. The depth of these studies, completed or in process, would render any partial discussion of the problem in this monograph superfluous.

The financing of community colleges has been based on the philosophy that it provide the first two years of postsecondary education either at no cost or at minimal cost to the individual student and that in serving the local community there should be a division of costs, beyond those paid for by the student, between the local taxpayers and the state. These principles remain in effect throughout the various states but the differences in practice are marked. One concern is that tuition costs are increasing to the extent that some students may find it difficult to finance their education. The federal grants and loan policies are certainly helping to alleviate the student tuition problem, but a new concern is the excessive default rate among community college students with respect to the federal loans. This high rate is giving community college students, as well as the colleges, a poor image of irresponsibility.

A second concern is the resistance of many local taxpayers to increases in their tax rates for the colleges' operating costs. Whether the colleges can reverse this attitude will depend largely upon the respect the community and students have for the college. Much of the previous content dealt with image building and the basic quality and integrity of the educational program, its staff and the college board.

A third concern is the movement towards lower state taxes and the complications this has for higher education as a totality and community colleges in particular. Curtailment of state funds for higher education means increased competition for these funds among the various public colleges and universities, and in some states between public and private institutions. Again the respect for the educational program of the community college and the value this has for the people of the state will be a determining factor in the state funds provided by the executive and legislative branches of government.

Funds derived directly from the federal government, foundations, gifts, and other sources are minor compared to tuition, local and state taxes. There has been an effort for many years for the state to pay a larger share of the costs and this has occurred in some states. However, there is a truism that with more funds there will be more controls. With or without more state funds there is an inexorable move towards increased state involvement or outright state control of

the community colleges. State boards and state chancellors are establishing policies and management procedures which are mandating community college responses. The continuum from strong institutional autonomy to full state control exists and the move is towards control. In many persons' views this is the major challenge to be faced by the community colleges in the 1980s. Will the colleges be able to resist an increased percentage of state funding? Will the colleges be able to resist increased state control? Is state control inherently dangerous for the educational program of the individual college? Will state control usurp the policy-making responsibility of the local boards so that the boards will become advisory only? Will the state chancellor for the community colleges be in fact the real president of the individual colleges? Will state control designate where curricula are to be initiated, maintained, or eliminated? Will the presidential appointments and salaries be determined by the state board? Will there be a single state salary schedule for all faculty? There are many more questions which could be asked and the answers to some just asked are already yes.

CHAPTER 6
ACCOUNTING FOR THE EDUCATIONAL RESULTS

Accountability, effectiveness, productivity and efficiency are essential to any money- or energy-consuming organization whether it is representative of business, industry, the professions, labor, government or social agencies. Education can be no exception for it consumes students' and taxpayers' funds and its own energies in obtaining the necessary funds for the continued support and operation of the college. For government agencies and educational institutions to misuse such funds for the personal benefit of staff is a form of arrogance and an insult to the funding bodies, be they students or taxpayers. To argue that educational institutions cannot be held accountable nor productive in the same manner as business and industry has some validity; but to argue against accountability and productivity as an infringement upon the rights of colleges and an interference with academic freedom is an arrogance almost beyond comprehension. Attitudes of this type only antagonize those external forces which, through legislative and executive powers, may and do make decisions which have controlling effects upon the colleges.

The colleges are not for the boards, or for the administration, or for the faculty, or for the support staff. They are not there to provide jobs for friends or to retain positions for incompetents. They are not there to continue curricula and staff which are no longer needed by the college due to declines in enrollment and/or changes in student mix and interests. The community colleges, in particular, are available only for those students of the community which the college has stated that it will serve. As the students change, the college must change. As the needs of the students change, the college must change. The college board, administration, and faculty must and will be held accountable to the community and to the state for meeting these needs in a manner which is productive, effective, and cost efficient.

Past and present failure to meet student needs, as evaluated by various evaluating bodies, especially by state offices for community colleges or by state offices of higher education, have resulted in most unwelcome intrusions. These intrusions have created masses of paper work going both ways, masses of usable and unusable data, and costly, time-consuming efforts on the part of both the college and the state bureaucracy. This cost has not been confined to misspent time, but has also been reflected in the many additional employees needed by both the college and the state office. The data have usually been requested by a state board, by the legislature, by the state budget bureau, or by some federal office. The duplication of data requests has in the past and will probably continue to be an example of state and federal bureaucracy at its worst. Sometimes the amount requested and the duplication defies belief and results only in anger, frustration, cynicism and a feeling of almost defeat. Leadership and creativity, if not stifled, are certainly curtailed.

Why has this happened? Why are there growing numbers of state offices and state chancellors for community college and/or for higher education? One can conclude rather quickly that when accountability, productivity, efficiency, and cost effectiveness are suspect by those who control a major portion of the funding that there will be questions asked and a demand for data and evaluation of the data.

Colleges as a whole, along with community colleges, must assume the major blame for these unwelcome external intrusions into their operations. The belief in autonomy is almost sacred and it should be as it pertains to the educational program and the employment and evaluation of staff. However, this autonomy cannot be expanded to include the right to waste funds through a lack of responsibility on the part of local boards, administration, faculty, and support staff.

As an integral part of higher education, community colleges must be held accountable for their advertising and recruitment practices. When these are viewed by the other segments of higher education as intrusive into their missions there is bound to be a reaction which is negative or worse. The same is true when state colleges institute programs which are duplicative of those long considered to be the responsibility of the community college. As was mentioned previously the conflicts are most apparent in the scramble for adults in continuing education, lifelong learning, adult education extension, institutes for the adult learner, and on and on.

The fear of survival is a great motivator and a source of students, formerly ignored by most colleges, has become a new field

to be exploited. In reality this is long overdue. In past years some community colleges were sufficiently enlightened to serve and to serve well the adults of the community with commitment and quality. The tragedy today and perhaps for the 1980s is that the services the colleges, two- and four-year, offer will not be through commitment and of quality, but rather through expediency in order to obtain additional operating funds. Cases are numerous where public and private colleges are scheduling classes in areas thousands of miles from their respective institutions. Quality is suspect as are the degrees received by the graduates. Higher education in the United States must be protected from a negative image of expedient action, lowering of quality, recruitment of bodies, needless duplication, and wastage of funds. This is the responsibility of higher education institutions themselves and should become an urgency before the problems of recruitment, duplication, and survival become exacerbated during the 1980s.

BOARD ACCOUNTABILITY

Accountability applies to each board member and to each employee of the college regardless of her or his position. The board members are accountable to the public for establishing the policies upon which the college will function for the educational good of the community. The board is responsible for employing a president who will provide the college with the best possible leadership. The board is responsible for employing a quality staff, and for approving a policy of evaluation which will be sure to maintain a quality staff at all levels of employment. The board is responsible for approving a budget within available funds which will reflect cost effectiveness, accountability, efficiency, and productivity. Without these board commitments, a college will drift and be another example to a state body for the need of state controls. Board planning for the 1980s will have to be more concerned with accountability than during the past two decades. There probably won't be many surpluses or uncommitted funds. Each line item on the budget may well have to be examined carefully as to whether it can be justified and whether or not it is contributing to a quality educational program. If this is not done, it may well be done by a state office which will, of course, take away the autonomy of the local board.

If the board has fulfilled its responsibility in finding and employing the right president for the college, one who expects to be held accountable by the board, much of the budget concern on the part of the board will be eliminated. The board has the right to expect the president to plan ahead, to be a futurist, to be familiar with up-to-

date management processes, to provide the communication and leadership to both the board and the staff which are so essential during a period of change such as will be faced in the 1980s. Through its policies, employment practices, and evaluative demands the board is accountable to the community and to the state and this responsibility cannot be escaped. As mentioned previously, this type of responsibility and accountability mandates a board of knowledgeable, strong, confident individuals who are committed to the community college philosophy and who have the courage and integrity to make hard and difficult decisions.

One of the most difficult decisions is not only to employ the right president but to terminate the president when it becomes apparent that the president cannot provide the strength and quality of leadership needed by the college. Too often this decision is delayed to the detriment of the college and the community. The time taken to restore the college to its former position of internal and external respect is a heavy burden for all concerned. The same failure to act is a weakness also found in administrators with supervisory responsibilities, from the chairperson through to the president. The inability of community colleges to establish acceptable methods of evaluation for administrators, faculty, and support staff and to act in accordance with the evaluations, whether it be for promotion or dismissal, will not be an accepted deficiency in the 1980s. This will be another major challenge to be faced.

PRESIDENTIAL ACCOUNTABILITY

The president is accountable to the board and to the staff to provide the leadership they have a right to expect. For the president to believe or to rationalize that presidential responsibility is only to the board is a misconception. The converse is just as invalid. This dual accountability emphasizes the importance of presidential communication with the board and with the staff. The president is fully accountable for recommendations to the board whether they be for personnel, finance, curriculum, facilities, or any other needed board action. Accountability demands analysis, perceptiveness, and for the 1980s, the ability to think and plan ahead. Recommendations made without such thought and care are incomplete and are indicative of poor preparation, inadequate staff work, internal or external pressures, and weakness — or all such factors. This lack of strength of leadership is unfair to the board and to the staff as a whole and, where apparent, should be corrected by the board through the replacement of the president.

The president is also accountable to the community served and

to the appropriate governmental agencies for providing both groups with a well-administered, productive, cost-effective institution. It is the president's responsibility to educate the external bodies about the college and to educate the college staff about those external groups which have the decision and vote-making power to affect the future of the college. The president, not the public relations office, is the key to this success and as such must be held accountable. This function will be of increasing importance in the coming decade as the community colleges pressure the local citizens and state legislators for increased financial support due to inflation even though actual full-time enrollments may decline. The converse is also true in that taxpayers and legislators may exercise increased pressure for more productivity in lieu of additional funding. The president's role will grow more demanding and more difficult. He or she will have to have the cooperation, understanding, and support of the staff in order to provide the unassailable factual information which will negate the pressures from external power groups.

The college will not be able to combat such pressures if supportive data descriptive of productivity and cost effectiveness are not available. Colleges which have been compiling such data for themselves for self evaluation and self correction are in the forefront and are fortunate. Those which have continued to recommend and make decisions without hard data may be in for criticism and intrusion by presently or yet to be formed state controlling boards. The board and staff should hold the president responsible and accountable for having established procedures which will provide the college with the necessary management data. The college board and staff can then study, analyze, and conclude with a much greater sense of judgment the curricula for the students enrolled, costs which are defensible for the various curricula, personnel shifts, needed facilities and equipment, and appropriate locations for off-campus classes.

FACULTY ACCOUNTABILITY

Faculty productivity and accountability must have as the first priority an agreed definition of quality. No aspect of the college can be considered more important to the students. The prostitution of quality for increased enrollment or retention of unachieving students makes a travesty of the institution and its so-called educational program. Pressures upon faculty to admit students to classes for which they are grossly unprepared creates an untenable situation for both the teacher and the student. Pressures upon teachers to retain students for FTE purposes is just as much of a travesty and is a great disservice to the student by misleading the student as to his or her abilities

in that particular class. There is, of course, the danger that the faculty members will feel threatened with the possible loss of employment if standards are maintained which result in the loss of class enrollment. This is a dilemma which is beginning to face all colleges and universities, both public and private. The problem must be brought out into the open and discussed by administrators and faculty. To lower standards in order to admit students to classes for which they are basically underprepared and/or unqualified for enrollment and funding purposes is not worthy of any institution with pride and integrity. To retain students under the same circumstances is just as much an insult to the faculty, the students and the community.

Faculty accountability must be defined first as the responsibility for providing quality instruction in whatever class situation the faculty member is teaching. The same definition would apply to counselors and librarians. Without quality of program there is little need for the college.

Second, the faculty must be held accountable for professional growth in their particular field of expertise. This is more than sitting in summer classes or in travel excursions to accumulate credit hours on a matrix salary schedule. The growth should be such that it is apparent to both the individual and to the appropriate supervisor.

Third, the faculty member must be held accountable for an average acceptable level of productivity in his or her specific area of responsibility over a designated period of years. Such definitions cannot be simplistic or imposed from outside but need to be developed cooperatively between faculty and administration.

Fourth, the faculty members should be held accountable not only for the quality of their instruction but also for the overall success of their students who transfer on to a four-year college or who are employed after completing an occupational curriculum. Follow-up studies of transfers and employed students are essential to the evaluation of a community college. If such students are not able to compete successfully, the reasons should be found through study and analysis, and the faculty as individuals and as a whole should and must take the necessary steps to correct the determined deficiencies.

Although, as with the board and president, many other items may be worth noting, a final accountability is of extreme importance. All faculty should be expected to be committed to the philosophy of the institution and to advocate this philosophy. Anything less may well be interpreted by the observer as a feeling on the part of the faculty member that the community college is a second- or third-rate institution. Of course, if the board, administration and faculty have not demanded and supported quality, the institution may well be

second- or third-rate and then there is sufficient reason for an apologetic attitude. Pride in oneself, in one's students and their achievements, in one's peers, and hopefully in the leadership of the college are all reflected in the pride one shows in the college. This pride will be most important as the community colleges face the challenges of the 1980s. It needs to be seen by the students, by the cross section of the citizens of the community, and talked about to the extent that it is heard by the power structure and decision makers of the community and state.

CHAPTER 7
CONCLUSION

Basic to institutional planning and development is a well functioning office of institutional research. The data needed by the administration, teachers, counselors, and the learning center personnel for their evaluation and decisions are essential for any college, and especially for community colleges. These data are needed on a regular and continuing basis to alert the staff to changes and to apparent trends so that the college can anticipate and be prepared to meet the changes as they develop. Reaction and crisis management is time-consuming, noncreative, and disruptive for staff and students alike. There may have been some justification for this type of leadership during the growth period of the 1950s-1960s when all of higher education had a difficult time just keeping up with ever-increasing demands, and money and support were generally available. This will probably not be the situation in the 1980s.

The challenge to the colleges will be to plan ahead, to be aware of, and to anticipate the pressures of declining resources, changing student mixes and interests, more competition for students and for funds, and a lower priority for higher education within the many other interests and needs of society. Universities and graduate students are giving more attention to the preparation of persons skilled in institutional research and development. These persons will be available to administer the research offices on the various campuses and their expertise should be sought. The information sought from the communities and from the students must be relevant to the college and must be factual and usable. Such an office cannot function properly without well-qualified staff and without the backing and financial support of the president and the board.

Because all elements of the college will require data which are up-to-date and valid, the director of research should report directly to the president of the college. The president in working with the vice presidents and/or deans will have a constant overview of the most pressing research needs and can assign the research priorities accordingly.

A well-run, efficient research office will be pressured for data from the student services, instructional, and business areas and the president will have to set the priorities. Information needed by the college will be broad in scope and must be beyond those data required by a state or federal office. A real danger is that the office could be overwhelmed with data requests of a trivial and overlapping nature from governmental agencies. Such situations are common today. Follow-up studies, retention data, research on learning and teaching management and technology, student characteristics, and other needed institutional information decisions have to be reached subjectively, usually as a reaction to some pressure or crisis.

With a planning philosophy and with appropriate data the 1980s could provide the community colleges with a great opportunity to cope with change in an intelligent and enlightened manner. The college climate could become one of challenge and stimulation for the administration, staff and students. The emphasis could be placed on student and faculty growth. The image of the college would reflect this climate to the community with resultant benefits. Staff concern with the individual self could be replaced by staff concern for the college as a whole. Quality would become the top priority instead of quantity. Any number of analogies abound throughout business, industry and the professions. This isn't necessarily advocating Schumacher's argument that "Small Is Beautiful," but the positive aspects of coping with the challenge of possibly smaller enrollments can be exciting and rewarding if a futurist philosophy based on data and planning is present within the college staff and board.

Throughout this monograph references have been made concerning the changing student population and the importance of a continuing needs analysis study of the community served. What will the college staff do with the data from the study? This may be the most profound question one can ask. Will the staff as a whole analyze the data and compare the findings of stated interests and needs with what the college program offers? Will the staff be willing to add, modify, or delete courses and curricula to comply with changes and trends in student goals and needs? Will the staff be willing to modify teaching methodologies according to the varying needs of the students? Will the staff be willing to schedule classes at locations and times other than what have been traditional? Will the board provide the incentives for staff to grow professionally in order that they can learn how to work better with the changing student mix? Will the staff take advantage of the incentives provided for staff development? Will the board and staff actually be committed to the philosophy that the community college is both student-centered and

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teaching-centered? These are basic challenges to the community colleges for the 1980s. If they are answered positively, many of the present concerns and fears for the future and for survival will be modified and many will be eliminated. If they are responded to negatively, the concerns and fears may well become realities.

As has been stated earlier, cooperative efforts among the community colleges and between the community colleges and other educational institutions might have permitted the institutions to have retained their full autonomy and to have made those local decisions which were of primary importance to the college and the community it serves. There is still time for cooperation, for improved service to the local constituents, for stronger leadership, for board education and enlightenment, for faculty stimulation, for student retention and achievement. These are the building blocks upon which a reputation for service, integrity, quality, and education for the community are built. The challenges for the 1980s are many, are exciting and potentially rewarding, and are attainable.

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